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PUBLIC ADMINISTRATION ASSESSMENT

USAID/CAUCASUS

GEORGIA

DECEMBER 2005

This publication was produced for review by the United States Agency for International Development. It was prepared by Development Alternatives, Inc.

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GEORGIA

Contract Number: AEP-I-00-00-00006

Development Alternatives Incorporated

Support to the New Government of Georgia

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DAI Assignment Number: 5563-400-IC-05-106-00

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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EXECUTIVE SUMMARY

Since early 2004 the Government of Georgia (Sak'art'velo) has rapidly reorganized the public sector in order to increase efficiency, effectiveness and public participation while improving national security and enhancing civic integration throughout the country. The Government of Georgia has undertaken considerable structural reforms, particularly emphasizing national integrity, anti-poverty, economic growth, and anti-corruption. The size of the public sector has been significantly reduced, bringing the private and public sectors into greater balance. The Government of Georgia has also undertaken reform of public administration, reorganizing the system of executive branch administration.

The Government of Georgia's initial phase of reform has been broadly successful in improving the effectiveness and integrity of government. However, an enduring reform of public administration is not a single set of acts or events. In order to produce enduring results, public sector reform must be managed and supported as a continuing process of improvement in public sector management. Lasting improvement of public administration requires an on-going process of regular assessment, analysis, correctives, evaluation, and communication. Enduring improvement is the result of advantageous changes of administrative design coupled with the momentum produced by cumulative enhancements of improved public sector functioning. In order to magnify and expand upon the substantial and rapid improvements of the last 24 months, the Government of Georgia should maintain and increase this momentum of administrative improvement.

Two particular areas of improvement are paramount at this stage. The Government of Georgia should take steps to enhance inter-ministerial coordination and improve staff capacity in public administration. Enhanced inter-ministerial coordination will make it possible for the Government of Georgia to achieve public goals more effectively and more efficiently. Improving the capacity of public sector employees to carry out the tasks of government will reduce the costs and increase the benefits of government. It is important that improvements be appropriate to the circumstances and needs of Georgian society. Georgia's civic initiative organizations have substantial potential for aiding public sector improvement on a long-term basis. This potential has been underutilized in the past. Georgian civic organizations, colleges and universities, and local think tanks have substantial expertise that can be applied to the improvement of public sector capacity.

This report analyzes the needs and opportunities for the improvement of public administration in Georgia with a focus on the role of Georgian non-governmental organizations that have strengths in administration, governance, law, and planning. Analysis is focused on three mutually reinforcing sectors of activity: 1) analysis; 2) skill development and 3) program evaluation. This report describes these activities in detail, specifying programs and objectives for improving data collection and analysis, providing appropriately gauged training and professional development, supporting the follow-through of implementation through program evaluation and process auditing, and providing additional services that promote a more equitable, effective, efficient public sector in Georgia.

PURPOSE OF ASSESSMENT OF PUBLIC ADMINISTRATION CAPACITY

The USAID Mission in Georgia has initiated activities to assist the Government of Georgia in the modernization of public administration. The objective of this program is to enhance the capacity of public administration in Georgia through specific improvements including: 1) increased effectiveness of public administration; 2) increased efficiency of public administration; 3) improvements in inter-ministerial coordination; and 4) greater public participation. Enhancing capacity implies strengthening local institutions, assisting in the transfer of technical skills and promoting appropriate policies and, where necessary, encouraging policy correctives or policy modernization.

The present assessment is an outgrowth of an earlier study of the problems of inter-ministerial coordination in Georgia.* The objective of the present assessment is to identify the potential for programs of public administration modernization that rely principally upon Georgian NGOs to carry out activities. This assessment focuses on activities that will assist the Georgian government through culturally appropriate indigenous administrative resources, and provide the basis for greater Georgian public-private partnerships. This assessment was charged with the responsibility to:

- Survey the current status of public administration, emphasizing recent efforts to reform, downsize, rationalize, and enhance inter-ministerial coordination;
- Assess the relative abilities of indigenous Georgian NGOs to conduct assessment; analysis, surveys and consultation on public administration modernization;
- Assess the abilities of indigenous Georgian NGOs to provide training, in-service training, advisory services, consultations, seminars and conferences, and other appropriate venues regarding public administration modernization;
- Assess the abilities of indigenous Georgian NGOs to conduct process audits, program evaluation, outcome assessment and policy analysis regarding public administration modernization;
- Analyze the structure and process of inter-ministerial coordination;
- Analyze reform initiatives developed by the State Ministry of Reforms Coordination and improvements developed by the Public Service Bureau;
- Propose recommendations regarding sequencing and chronology of public administration modernization activities;
- Propose metrics for the evaluation of progress at stages of inception, implementation, and conclusion of potential NGO-provided public administration modernization services; and
- Provide an analysis of the potential contribution of NGO-provided services to the promotion of greater inter-ministerial coordination.

* GOVERNMENT OF GEORGIA INTER-MINISTERIAL COORDINATION, USAID AEP-I-00-00-00006-00. Support to the New Government of Georgia, Institutional Capacity Development Plan and Training Curricular. Development Alternatives Inc., (DAI) Contract # 5563-400-IC-05-104-00 Consultant — Gregory Gleason (3 September 2005).

STATEMENT OF THE PROBLEM AND THE SOLUTION

The momentum created by the Rose Revolution of 2003 in Georgia can be best sustained with additional attention to the key challenges of public administration in the country. Two particular challenges are particularly important to address:

- The Government of Georgia should take steps to enhance inter-ministerial coordination; and
- The Government of Georgia should take steps to improve staff capacity in public administration.

Enhanced inter-ministerial coordination will make it possible for the Government of Georgia to achieve public goals more effectively and more efficiently. Improving the capacity of public sector employees to carry out the tasks of government will reduce the costs and increase the benefits of government.

INTERNATIONAL STANDARDS OF PUBLIC ADMINISTRATION

Public administration is often defined, in the words of Woodrow Wilson, as the “business of government.” In all countries and in all eras, from ancient times until the modern world, the achievement of good government has been an abiding and major concern of societies. In ancient China, for instance, civil service merit based systems of government appointment were invented to protect the technical competence of those in the public service. The Hannurabi code included elements of autonomy of the public service. Ancient Greece designed forms of public participation and transparency to protect the effectiveness of public service. The modern development of complex bureaucracies was developed with reliance upon protections of the technical competence of those in the public service. Bureaucracy developed in Western Europe during the late middle ages and up until the modern period almost as a separate estate, insulated to a certain extent even from monarchical domination. Increases in communication, knowledge, and popular participation led in the past two centuries to public demands for greater openness and accountability in bureaucracy. In Britain, the Northcote-Trevelyan reforms of 1850s led to the design of an efficient and equitably staffed public sector. Meritocratic criteria were established for entrance and advancement in the public sector civil service, thereby reducing both the inclination and need of public servants to resort to rent-seeking activities. In continental Europe, Max Weber’s concept of an ideal form of bureaucratic organization specified ways of protecting the effectiveness of public servants. In the experience of the development of American democracy, the excess and abuse of the spoils system was countered by legal protections of public servants through such legislation as the Pendleton Act (1883) that created a formal civil service in the U.S. The Progressive movement in the U.S. continued efforts to provide for a professional civil service that could apply best practice in the public sector.

These types of efforts to enhance professional ethics, legal protections, legislative support, and a civil service characterized by technical competence and political neutrality are today generally regarded as constituting international standards of good practice in public administration. International organizations such as the UN, OECD, and voluntary professional organizations continue to encourage attaining and maintain high standards of public practice. While there is a great deal of variation among societies and cultures, the standards of public administration are regarded as benchmarks of widely accepted sound practice in public administration.

The practice of rapidly developing countries, emerging countries, and redeveloping countries (i.e., post-communist countries) is often evaluated in terms of international standards of good practice in public administration. The three most fundamental and widely regarded elements of public administration modernization in accordance with international standards are:

- I Public Service Professionalism
- II Transparency of the Public Service
- III Public Participation in Public Administration

I. PUBLIC SERVICE PROFESSIONALISM

Public service professionalism is focused on the advancement of public interest through the activities of government. The adoption of a modern system of civil service is frequently considered the central element of this objective. The civil service system has ancient roots of maintaining technical competence of those involved in conducting the business of government by assuring independence from political intervention and avoiding favoritism, discrimination and other forms of distortions of the pursuit of the public interest. A modern civil service merit system is one that is organized in terms of three key principles:

- Predominance of the merit principle in appointment and promotion
- Retention of personnel through tenure and legal protection
- Position classification based on the principle of like pay for like work

Public service positions consist of two categories, classified and exempt positions. Exempt positions are considered to be positions of confidence. They are typically excluded from the provisions of legal protection of the standard civil service positions. Classified positions are positions that are subject to the three civil service principles. Exempt positions are outside the purview of the three principles because all major political systems recognize the importance of political leverage within the administrative system. Thus some proportion of exempt positions are specifically subject to the discretion of political officials.

II. TRANSPARENCY AND THE PUBLIC SERVICE

The principle of transparency refers to freedom from deceit and misrepresentation. Transparent government refers to public decision-making in a context in which information is available to the public in such a way as to reduce the likelihood of concealed transactions. Traditionally, a free and open media has supported openness and honesty in government. But good government also rests upon the transparency of executive branch implementation, particularly in such areas as taxation and revenue, government procurement, distributive policy, and intergovernmental relations. Transparency is a foundation principle in limiting diversion of public funds through misappropriation, tax fraud with the connivance of public officials, misuse of official foreign exchange reserves, abuse of powers by bank supervisors, and other examples of corrupt behavior. Improvements in the transparency of government transactions and the strengthening of a stable legal infrastructure functioning in accordance with international standards can reduce the inappropriate influence of individual interest groups or political constituencies on policy formulation and implementation.

Transparency also implies public accountability refers to the capacity of citizens, acting collectively, to shoulder the burdens of self-government. In general discussions of political accountability, emphasis is placed on the responsiveness of public officials to citizen preferences through electoral processes. Political accountability is indeed crucial the development of durable democratic institutions. But political accountability is only half the story. There are two sides to “accountability.” In addition to political accountability the adoption of durable institutions of self-governance require standards of “public accountability.” Public accountability refers to the willingness of the public to assume responsibilities of self-governance necessary for civil development. A key element of public accountability is the willingness to fund core public

activities and public services equitably and sufficiently. An engaged public is one that voluntarily bears the tax burden associated with public services.

III. PUBLIC PARTICIPATION IN PUBLIC ADMINISTRATION

Public participation in decision-making is one of the key principles in maintaining good governance. Good governance requires ensuring the rule of law while improving the efficiency and accountability of the public sector. Good governance means limiting the scope for ad hoc decision making, rent seeking, and undesirable preferential treatment of individuals, groups or organizations. Good governance means limiting opportunities and incentives for corruption, while increasing the likelihood of exposure of cases of poor governance.

In practice, public participation involves a significant role of the public in the decision-making and implementation of public administration, particularly in the carrying out of such functions as provision and pricing of public services, regulation of public services such as licensing and public safety, formulating and executing of national and local budgets, efficient tax administration and public expenditure management, prudent banking supervision, and a fair and transparent legal and regulatory framework. Transparency and checks and balances at both the political and administrative levels can help limit the influence of special vested interests.

The goal of public consultation maintains that equitable participation in the processes of government is a cornerstone of decision-making. The development of government functioning under the rule of law unquestionably requires the development of the structural institutions of democracy—a responsible executive, an independent judiciary, a legislature with vitality, and an independent press. But, standing alone, these institutions cannot guarantee the vitality of popular rule. The history of democracy throughout the world testifies to the fact that rule by the people depends mightily upon the participation of an engaged and informed citizenry—exercising in the political as well as the private arena—the rights of association and citizenship. The goal of public consultation may not imply a specific set of institutions or even a specific set of processes, but it does imply a process of regular articulation of public preferences in forums that are fair and that will lead to a honest assessment of the public welfare implications of various courses of collective action for the society.

THE CURRENT ADMINISTRATIVE PROCESS IN GEORGIA

One of the main problems confronting Georgian government is the institutionalization of administrative processes. A high level of inter-ministerial coordination is a prerequisite of efficient and effective government. The success of structural reform depends upon the capacity of executive branch agencies to pursue common objectives. Often administrative units with common interests encounter difficulties in maintaining a high level of cooperation. Because parallel interests do not always necessarily imply cooperation, rational strategies of individual decision makers sometimes result in impediments to cooperation. Improvement in administrative cooperation often consists of steps to overcome bureaucratic resistance by reducing the impediments to cooperation.

Impediments to inter-ministerial cooperation are well appreciated by the Government of Georgia. To address these problems the government has created a system of State Commissions that is designed to forge consensus at the policy level. Georgia's Commission system works effectively. However, in some cases policy consensus remains only at a high level where inter-ministerial communication is regularized. In some cases, inter-ministerial coordination breaks down when the same level of communication is not carried on at the staff and line levels of implementation.

Increased governance capacity implies the ability to define mission and functions, rationalize structures, simplify administrative procedures, formulate and implement policies and programs, utilize financial and human resources, and maintain a culture of integrity, transparency and accountability. Many of the goals of improving governance capacity, however, depend upon the

ability to coordinate tasks among a number of parallel and sometimes not fully communicative administrative structures. Governance capacity, even when fully consistent with the most advanced standards, is sometimes not sufficient in complex public sector efforts to achieve goals effectively without coordination among the various administrative stakeholders.

Many of the most important administrative tasks involve considerable lateral (horizontal) interaction between administrative units. Frequently information flows tend to be vertical within administrative structures. Consequently, ministries are often not coordinated because of the lack of knowledge or information about important administrative cooperation. The lack of background of many line personnel in administrative process, resulting in an unfamiliarity with standard operating procedures, task organization, and knowledge of relevant information technologies. The vertical segmentation of responsibilities tends to limit lateral, inter-ministerial cooperation. A critical element in overcoming these impediments to greater inter-ministerial cooperation is capacity building.

THE STATUS OF PUBLIC ADMINISTRATION IN GEORGIA

Beginning with the disintegration of the Soviet Union in the late 1980s, the Georgian government undertook broad structural reforms with the goal of establishing a market-based democratic system. Between 1992 and 1993 the reforms gave way to a major systemic breakdown. A new stage of reform was introduced in 1995 with the return to civilian rule and the adoption of a new Georgian constitution. The ambitious reforms under the new constitution included the legislature, the legal and regulatory framework, public finance, local administration, banking and finance. However reforms of public administration were episodic and cyclical. Progress in building capacity and reliable institutional procedure was overcome by rapid changes and reversals of government policy. Reductions in the size of the public sector took place at the expense of the development of capacity of line personnel responsible for carrying out standard operating procedure. Many aspects of the structure and process of government continued to be personality-driven rather than guided by the public interest.

As the Rondeli Report (2002) produced by the Georgian Foundation for Strategic and International Studies—one of Georgia’s most respected think tanks—concluded with respect to Georgia’s earlier administrative reforms:

The initial progress of [public administration] reforms from 1995 to 1998 was quite impressive, especially in the legislature, local administration, revenue and tax collection, and the legal and banking sectors. Unfortunately, there has been no rigorous effort to transform public administration; the changes implemented were few, unsystematic, and easily reversed.

Some Georgian public policy analysts argue that the failure of administrative reform of the public sector was one of the most important causes of the political crisis in the fall of 2003. It is critical that the new Georgian government address the problem of insufficient government capacity in order to improve political integration and promote greater political stability in Georgia and the entire Caucasus region.

THE REVOLUTION OF ROSES AND ADMINISTRATIVE REFORM

The “Rose Revolution” of November 2003 and the presidential election in January 2004 introduced a sweeping structural reform of the Georgian administrative structure. Following the election of President Saakashvili in January 2004 improvements in public management were commenced with a restructuring of the public sector. The new Georgian government’s goals emphasized national consolidation and national renewal.

The government also announced the creation of a smaller yet more efficient public sector with closer relations with parliament and civil society. The number of ministries was reduced in size from 28 to 13 (there were 28 ministries if one also counts the directorates that functioned as separate ministries) and many members of the administrative staff, from the level of minister and managers through to line personnel were replaced.

The reform agenda was developed by a new set of managers with private sector and civil sector experience. A new law on “Structure, Functions and Responsibilities of the Executive Branch” was adopted by the Parliament in February, 2004. The Law on “Public Service” was amended by the Parliament in June, 2004, in such a way as to establish the Council on Public Service and a Public Service Bureau as the key state bodies to lead the public service reform agenda. The Council on Public Service was established to provide an oversight board to guide the process of administrative modernization. Substantial assistance from donor organizations has been provided

to help begin the modernization of public administration in Georgia.¹ The Council on Public Service is chaired by the President and includes leading members of government and society. The Public Service Bureau was charged with carrying out civil service reform, human resource management, competitive merit testing for employment and advancement, as well as overseeing professional training, retraining and development activities for Georgian civil servants.

These administrative changes resulted in considerable rationalization of the administrative structure. However, these change also resulted in raising questions regarding coordination in the redefinition of administrative responsibilities. At an early point in the reorganization a joint IMF-World Bank staff report noted that:²

The number of ministries was downsized from 18 to 13 through mergers. 18 state departments were abolished and brought under the subordination of corresponding ministries as sub-agency institutions, which will substantially enhance their efficiency. The cabinet of ministers guided by a team spirit has been set up under the leadership of the Prime Minister. In each ministry reforms are underway aimed at abolishing units with duplicate responsibilities, redistributing competencies and downsizing the personnel. These processes are not uniformly successful which once again points to the necessity of coordination.

Coordination among the new ministries is the responsibility of the Office of the Prime Minister with the assistance of State Ministers. Four State Ministers are responsible for addressing the country's most important problems through policy decisions that in most cases engage the activities of the basic thirteen branch ministries. As the following organizational chart shows, the State Ministers report directly to the Prime Minister, sitting on the Cabinet of Ministers along with the branch Ministers.

International organizations have devoted considerable attention to assisting the Georgian government in civil service reform. UNDP, the Soros Foundation, European governments, and other donors have attached a high priority to civil service reform.

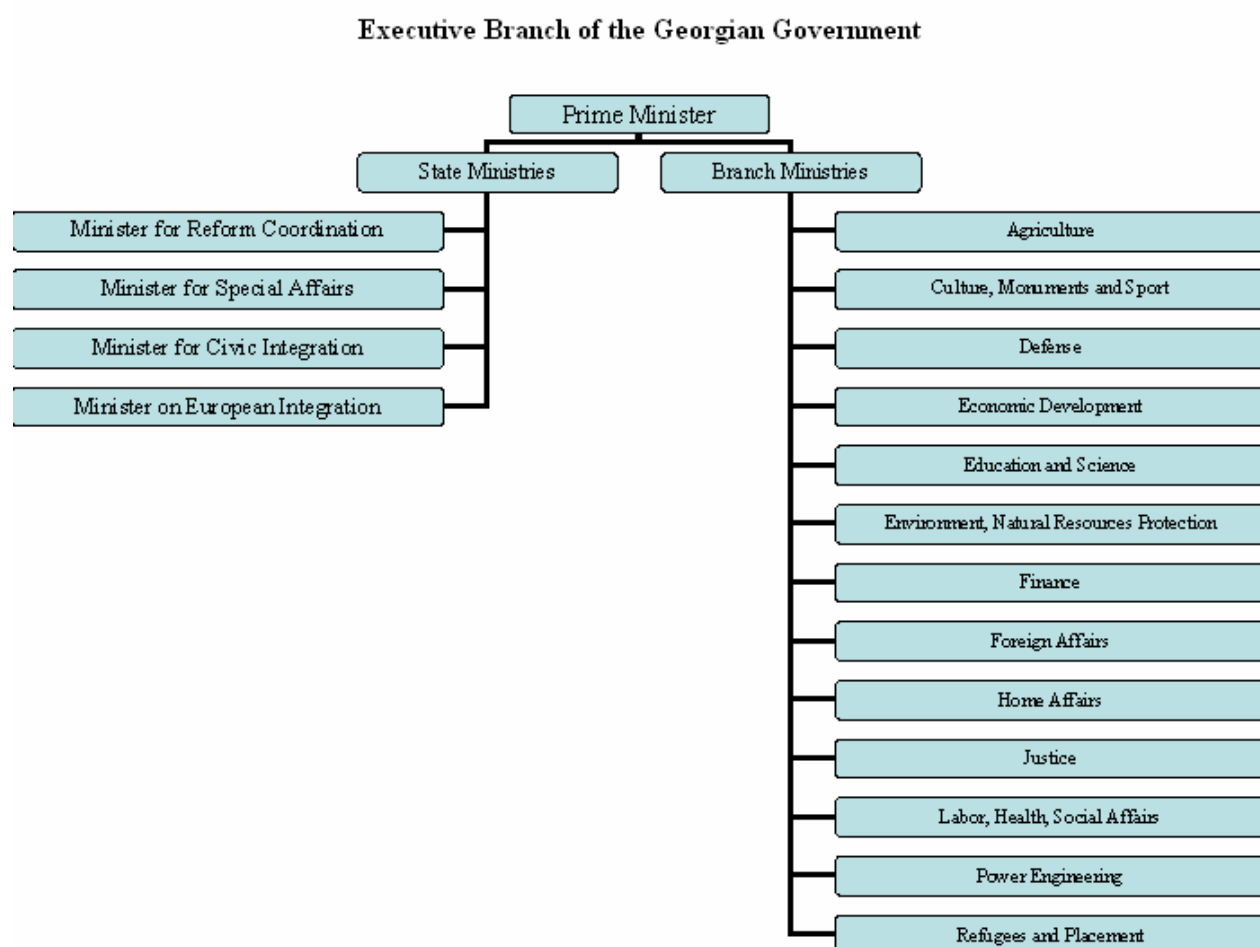
The World Bank in particular provided significant encouragement and financial support for the new Georgian government's reform agenda. The Reform Support Program, approved by the World Bank in 2004, supported the Government's initial reforms. The effects of these reform programs have been substantial. Prime Minister Zurab Nogaideli noted in July 2, 2005, in a Memorandum of Economic and Financial Policies addressed to the International Monetary Fund, that the reduction in personnel amounted to 30,000 state employees.³

¹ To assist the rapid adoption of a new strategy of government reform, the Georgian government was provided assistance from major donors, including UNDP and the Soros Foundation, in establishing a fund for the purpose of assisting key government officials directly in the transitional period. The National Development Fund was initially designed to act as a bank for the disbursement of government expenditures in the form of salaries for a two-year period to key government leaders. The goal of this bridge strategy in the first period of the new Georgian government was to achieve structural reform and the enhancement of governance capacity.

² IMF (2005) Georgia: Poverty Reduction Strategy Paper Progress Report Country Report No. 05/113 (March 2005), p. 8.

³ IMF (2005) Staff Report IMF Country Report No. 05/314 (August 2005), p. 50, Attachment II.

FIGURE 1: EXECUTIVE BRANCH OF THE GEORGIAN GOVERNMENT



In the area of civil service reform, government employment was reduced by some 30,000 positions in 2004. The savings in the wage bill financed increased remuneration in the corresponding line ministries, including a phased increase in the civil service minimum wage to GEL 115 a month (about US\$65) in the course of 2004. A Civil Service Council responsible for coordinating and overseeing civil service reform was established in August 2004 and regulations defining the mandate of the Council and its implementing arm (the Civil Service Bureau) were approved in October.

While the efforts to reorganize have been significant and brought about results, the goal of broad and uniform civil service reform in bringing about a single personnel system throughout the national and local government has not yet been achieved. As a recent IMF Staff Report noted⁴

At present there are several education institutions in Georgia that carry out the preparation and training of public servants. However, a single public system that could have uniform principles and approaches, education programs and standards is not present. Currently each organization manages these processes at discretion. There was an attempt from the State Chancellery to establish order in this area. A concept was developed to prepare and train public servants, corresponding normative acts were issued, a center of public administration, preparation and training of public servants was established, which

⁴ IMF (2005) Georgia: Poverty Reduction Strategy Paper Progress Report Country Report No. 05/113 (March 2005), p. 8.

produced several analytical, methodical and educational materials, but the proposed measures failed to be implemented.

The World Bank has been preparing a Country Assistance Strategy for Georgia and a Poverty Reduction Support Program for consideration for approval of the Bank's Board in October 2005. The Poverty Reduction Support Program is designed to provide further support for civil service policy reforms by strengthening the institutional capacity of key agencies to more effectively and efficiently use public resources and improving accountability in the use of public resources. The Program is organized in terms of four components: 1) Introduction of an informed and predictable Medium Term Expenditure Framework (MTEF); 2) Modernization and expansion of the Treasury System; 3) Establishment of a Human Resources Management Information System (HRMIS); and 4) Improved Public Accountability and Oversight of Public Financial Management.

The World Bank support to assist in the establishment of a HRMIS is based on the consideration that appropriate scaling in the size and composition of the civil service requires comprehensive personnel data.

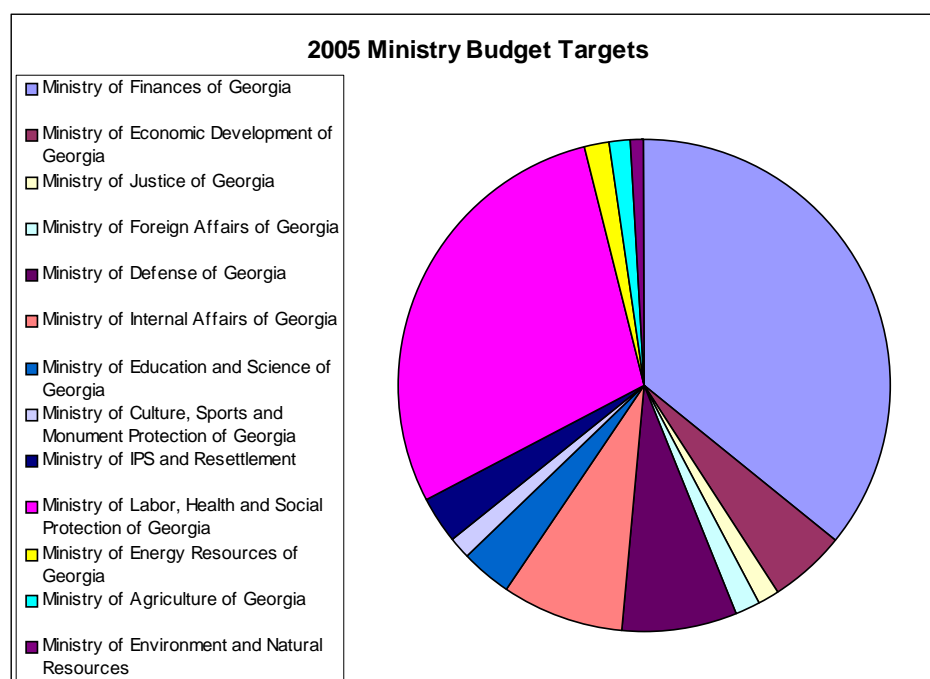
PRIORITIES FOR IMPROVEMENT IN PUBLIC ADMINISTRATION

For the purposes of determining priorities for improvement in public administration, interviews and consultations were conducted with government officials, staff personnel, academics, think tank and NGO experts, and journalists. Questions were raised regarding criticism of the present state of public administration. Recommendations and proposals for improvement were solicited.

The relationship among the ministries in terms of the number of staff, the qualifications of staff, the percentage of payments for staff is not publicly available information. A World Bank project note observed that it is “apparent that the absence of comprehensive data on the size and composition of the civil service is a constraint to formulating a feasible medium-term civil service reform strategy.” The human resources MIS is designed to provide a comprehensive and accurate database of all staff employed by the government. The MIS will involve the creation of a database of staff in each government entity, and collection of all essential personnel data, including employment status, salary and entitlements, educational background, job classification, and payroll functions. The database will provide transparency with respect to the size and the cost of personnel in each unit. The program planners assert that the human resources MIS is an element of larger civil service reform, including legal and procedural changes that will be undertaken by the State Commission for Reforms. The Public Service Bureau is designated as the main agency responsible for the implementation of the HRMIS.

The relationship among the ministries is not readily apparent from the financial data that is available. The overall relationship among the ministries is suggested by the publicly available budget figures. But these figures do not include personnel data. The statistical materials available do not represent accurate data with respect to the scope and structure of Georgian public employment. The relative size of the ministerial activities is suggested by the relative indicative expenditure figures provided by the Ministry of Finance give an idea of the relative relationships among the ministries. However, these figures represent general figures with respect to the expenditures and do not give an accurate representation of staffing levels.*

FIGURE 2: 2005 MINISTRY BUDGET TARGETS



* The Ministry of Finance has made budget figures available on the ministry website in the Georgian language. These figures include budget breakdowns by ministry. <http://www.mof.ge>

Consultation and interviews with representative Georgian administrative officials described a number of structural and procedural challenges that the Georgian Government continues to confront. Many of the most important tasks involve considerable lateral (horizontal) interaction between administrative units. Frequently information flows tend to be vertical within administrative structures. Consequently, ministries are often not coordinated because of the lack of knowledge or information about important administrative cooperation. The lack of background of many line personnel in administrative process results from unfamiliarity with standard operating procedures, task organization, and knowledge of relevant information technologies. The vertical segmentation of responsibilities tends to limit lateral, inter-ministerial cooperation. Administrative directives are routinely issued and tasks are routinely carried forward, but there is little follow-through effort to determine whether administrative activity actually reaches intended results.

The insufficient development of civil service provisions also was reported as a major obstacle to the modernization of the administrative system. The implementation of civil service measures continues to be impeded by a lack of resources devoted to the civil service system. There are insufficient capabilities for conducting the processes of testing and evaluation that would be necessary for the implementation of true merit-based criteria for appointment and promotion. Moreover, there is an insufficient capacity for routine policy evaluation activities. The analysis of the effects of policies is conducted only on an ad hoc basis and, apparently, only when there is some question raised with respect to inappropriate or illegal activities. As a consequence, the effectiveness of policies tends to be identified in the minds of policy makers with program objectives rather than with objectively measured program results.

For the purposes of this survey, numerous discussions took place with NGO representatives. On the basis of discussions with Georgian NGO specialists, the steps required for public sector modernization still have not been comprehensively established because data is not available. In interviews the NGO specialists represented a wide variety of observations regarding the current state of information, analysis, and needs assessment. Observations varied widely. Here we include only a few illustrative quotations with respect to criticism of the processes of public administration. Interlocutors observed: *

In discussions with all the NGO representatives there was broad endorsement of the importance and logic of a support program for the modernization of public administration that would be implemented by NGOs in the capacity of service providers for the Georgian government. A broad array of suggestions was made. These suggestions emphasized greater strategic planning, broader public participation, participatory budgeting, de-politicization of public employees through more effectively sanctioned civil service provisions, citizen charters, and greater involvement of stakeholders.

On the basis of the respondents' analyses of the impediments to improvements in governance and administrative modernization, the chief goals of improvements were identified as:

- More effective inter-ministerial coordination;

Illustrative Criticism

- "Loyalty matters much more than competence in government staffing procedures."
- "There is excessive vertical control in the ministries."
- "The system of checks and balances does not work."
- "This is still a transitional system, it is not yet consolidated democracy."
- "We do not know how or when policies are tailored."
- "There is no strategic planning in the ministries."
- "Public administration in Georgia should have "chronotage." But there is no direction to public policy, only motion."

* These represent verbatim observations offered by NGO specialists interviewed for this assessment. The individuals are not identified by name.

- More effective institutional capacity, including new procedures and practices that assist officials in conducting reforms and evaluating the effect of policies;
- Improved intra-governmental information flow, both vertically and horizontally.

On the basis of these discussions we compressed the most salient observations and suggestions in terms of diagnoses, causes and solutions. Seven important challenges stand out as requiring particular attention.

1. INSUFFICIENT DATA AVAILABILITY—ANALYSIS AND ASSESSMENT

Problem: —INSUFFICIENT DATA AVAILABILITY Fundamental information about the functions and implementation of public sector activities is not available. Data regarding public services and public sector performance is not made available and is not exchanged among units.

Solution: Analysis and Assessment should be conducted on a continuing basis.

2. DEFICITS IN STAFF CAPACITY—SKILL DEVELOPMENT AND TRAINING

Problem: —POORLY TRAINED AND INAPPROPRIATELY PREPARED STAFF Interlocutors complained that many staff members have not received training in management information systems, document control, and standard operating procedures. Many staff members have not received basic training in ethics and managerial accountability principles.

Solution: Appropriate Training Programs.

3. LACK OF STANDARD OPERATING PROCEDURES—SURVEYS, DATA COLLECTION, PROCESS AUDITS

Problem: —INADEQUATE INSTITUTIONALIZATION OF ADMINISTRATIVE PROCEDURE There is insufficient development of standard procedures. Many ministries do not have formally institutionalized procedures for dealing with even routine bureaucratic questions or conflicts.

Solution: Development of Standard Operating Procedures.

4. LACK OF CONTINUITY IN IMPLEMENTATION—PROGRAM EVALUATION

Problem: —RAPIDLY SHIFTING PRIORITIES AND INSSUFFICIENCY OF ADMINISTRATIVE FOLLOW-THROUGH There is rapid turnover of personnel and lack of administrative follow-through.

Solution: Systematic data analysis, process audits, and program evaluation.

5. LIMITED OUTREACH CAPABILITY—ADVISORY SERVICES TO THE GOVERNMENT

Problem: —LACK OF PUBLIC APPRECIATION OF ADMINISTRATIVE FUNCTIONS There is insufficient public participation and input opportunities.

Solution: Greater opportunities for civic participation and outreach.

6. INSUFFICIENT ATTENTION TO ETHICS AND INTEGRITY ISSUES—STAFF ADVISORIES AND TRAINING

Problem: —LACK OF GUIDELINES AND TRAINING IN ETHICS STANDARDS AND COMPLIANCE ISSUES There is no appreciation for maintaining probity and transparency.

Solution: Established training and discussion classes on ethics, conflict of interest, and reporting.

7. LACK OF TRANSPARENCY/RELIABILITY IN PERSONNEL—ARTICULATION OF POLICY PROCESS

Problem: —LACK OF TRANSPARENCY AND RELIABILITY IN PERSONNEL PROCESSES AND PROCEDURES Information regarding the criteria for appointment and evaluation of staff is regarded by ministries as proprietary and withheld from review.

Solution: Greater transparency regarding staffing and evaluation processes will contribute to support of the public sector. Increase opportunities for civic sector organizations to play a meaningful role in shaping and implementing public policy through greater policy consultation and public administration training.

Taken collectively, these propositions suggest a framework for improvement in Georgian public administration.

FRAMEWORK FOR ENHANCEMENT OF PUBLIC ADMINISTRATION CAPACITY

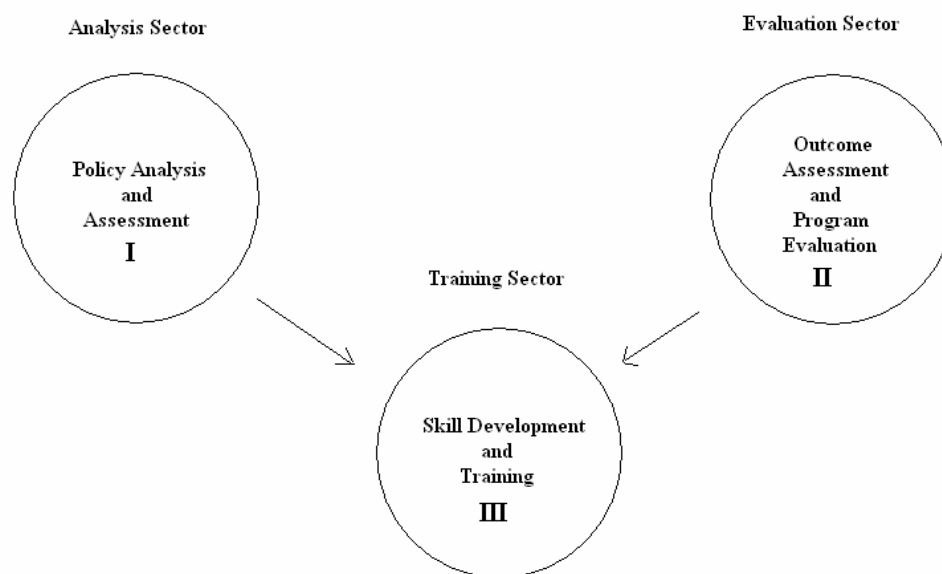
Improving institutional capacity does not merely mean articulating existing administrative structures or adding new administrative units to carry out previously undesignated tasks. Rather, improving institutional capacity implies integrating existing activities to increase effectiveness and efficiency. Economists and administrative theorists generally understand institutions to include both formal political structures such as government agencies as well as the set of policies and procedures that radiate from these formal political entities. A society has a physical infrastructure—roads, bridges, telecommunications, water management systems, buildings, factories, in general, “objects”—but a society also has institutions that provide a framework for human behavior. Institutions in this sense constitute the “soft infrastructure” of the society. Policies, procedures, laws, and even widely accepted mutual understandings among parties constitute the “soft infrastructure” of the society. Accordingly, it is accurate to note that government ministries and government departments constitute the formal structures, but the informal and soft infrastructures often times play a critical role in the effectiveness or ineffectiveness of particular policies in achieving goals.

The standard definition of institutions in economics is the set of “rules and procedures (both formal and informal) that structure social interaction by constraining and enabling actors’ behavior.” (North, 1990, 3) Institutions are governed by rules; rules “are the means by which we intervene to change the structure of incentives in situations.” (Ostrom, 1990, 6) Institutions are set of “rules and procedures (both formal and informal) that structure social interaction by constraining and enabling actors’ behavior.” (March and Olsen, 735) The theoretical explanation of informal institutions is that they are grounded in rational calculations or pre-calculations (hunches) regarding expectations, risks and rewards in such a way that informal institutions tend to be enduring, self-reinforcing, and resistant to change.

Institutional theory implies that the calculations on the part of managers are typically the result of rational strategies. These calculations are important in determining the effectiveness of cooperation. Similarly, these calculations are also critical in the creation of impediments to cooperation.

At the highest levels, the Georgian government would like to see greater inter-ministerial coordination. But in many cases of ill-defined or disputed ministerial functions, institutional improvement is not likely to be achieved in an enduring basis by high-level decree alone. In many administrative contexts, top-down hierarchy by itself is not sufficient to bring into sync administrative structures to achieve common goals if, in the background, there are separate agendas pursued by entrepreneurial administrative officials. Nor is the failure of cooperation a result of a lack of capacity attributable to an insufficiency of routine training of administrative staff. Accordingly, bureaucratic resistance is not likely to be overcome through exhortation to pursue common goals or through simply through didactic exercises.

FIGURE 3: COORDINATING THE IMPLEMENTATION PROCESS



Consequently, it was recognized that there is a need for achieving a sustained plan for policy implementers' actions that is geared at coordinating the implementation process. On the bases of the foregoing observations it is useful to view the policy process as including three interacting sectors of policy analysis, training, and policy evaluation. Policy analysis involves the collection of data, analysis of public policy process, and the conduct of process audits to establish benchmark data regarding administrative process. Training involves directly building capacity. Policy evaluation involves gauging follow-through on implementation of government goals. Diagrammatically, these three sectors can be seen as linked but separate activities. NGOs as service providers can be engaged on a grant basis to conduct activities focusing on these three sectors.

These considerations raise the question as to what public administration training would be appropriate for improving the capacity of staff and line personnel so as to increase the effectiveness of policy and inter-operability of government agencies. Training in international standards in public administration offers some insight into shaping appropriate training programs.

PUBLIC ADMINISTRATION PROGRAMS: STANDARD ACADEMIC CURRICULUM

Academic programs in public administration and public policy are offered at nearly all major universities. While there is substantial variation in composition and approach, the standard academic curricula in universities includes a number of "core" topics for preparation in public administration and public policy.⁵ These core topics typically include:

- Administration, Law and Policy (history of government, ethics, management)
- Organizational Theory and Bureaucratic Theory
- Quantitative Analysis and Analytic Methods
- Budgeting and Fiscal Management

⁵ This description of a standard curriculum is derived from a survey of courses offered in programs in public administration at the University of Arizona, the University of Georgia, Rutgers University, and Syracuse University.

- Economic Development
- Public Health
- Personnel (Human Resources)
- Communication
- Natural Resource Management
- NGOs and Civic Society

In addition to core topics, the standard public administration curriculum typically includes elective courses that offer advanced training in a variety of specialties such as criminology, public personnel, political management, or municipal government. In some programs, additional coursework is often offered to allow the student to develop a concentration in a specific area of expertise such as the core topics, electives, or even in a more specialized area such as judicial administration or public advocacy. Additionally, most academic programs in public administration include specialized opportunities for internships or externships in public service.

CAPACITY BUILDING IN PUBLIC ADMINISTRATION: PROFESSIONAL TRAINING AND IN-SERVICE TRAINING

Even at the best of universities, academic programs are not sufficient to provide all the training and professional preparation that public agencies require. First of all, public agencies have a wide variety of professional requirements, ranging across a broad spectrum of activities from water quality management to public school administration to fiscal management. Accordingly, many of the basic skills required of public servants are typically available through education programs in specified fields such as environmental engineering, public education, or business rather than in a public administration program. Secondly, many of the forms of training that are best suited to public agencies are so specific that the training is best provided as in-service training in the work place or as an outsourced but carefully tailored and directed form of training.

Outsourced training is typically suited to provide specific training to meet the capacity building demands of an organization. Training in specific skills such as operational facility with computer programs, analytical techniques, ethics, communication or organizational psychology are often provided at the request of workplace management so as to ensure that identifiable skill deficits are specifically and adequately addressed. Commercial or non-profit training programs are often contracted on a specific basis to provide these services outside the organization.

In-service training is typically provided when the organization itself is the most efficient, effective or only appropriate provider of the training. Some training in specific algorithmic knowledge such as document control, standard operating procedure, inter-unit coordination, and so on may be so specific to the organization such that only the organization's own employees possess the knowledge needed to train other employees in order to sustain institutional capacity. In-service training is efficient and effective in such circumstances. In addition, in some cases in-service training is the only practical alternative. This is particularly true of cases in which the knowledge and information needed by the employees may be proprietary or confidential and in-service training is appropriately handled only within the organization itself.

CAPACITY BUILDING IN PUBLIC ADMINISTRATION IN GEORGIA

Improvements in public administration in Georgia depend heavily on the ability of the government to enhance the capacity of administrative personnel through establishing and maintaining a high level of professionalism. Competence is a cardinal virtue of administrative staff. The core activity of capacity building is skill development and training. Competent staff is reliable often, first and foremost, by virtue of integrity. Competent and reliable public employees

are responsive to the public interest. Responsive public employees should be ensured of recognition of their contributions.

Increased capacity depends upon increasing the professionalism of the Georgian public sector through systematic and on-going analysis, training, and program evaluation. Training programs have two major dimensions, context and curriculum. Curriculum distinctions pertain to whether the training goal is general or specific. Context distinctions pertain to whether the training is best conducted in the workplace or in separation from the workplace.

The context of skill development and training programs may be divided into three major categories:

- In-service skill development;
- Professional advancement; and
- Fundamental education.

These three categories have different characteristics from the point of view of both their organization and effects.

In-service programs typically involve practically oriented knowledge provided in a classroom like context that is closely associated with the specific work responsibilities. Closely associated with work objectives, in-service training may be organized to take place in the work place itself or may be organized as an external class activity. The context of the classes is specifically focused on the needs of the participants in the training sessions. The teachers in in-service training programs must stay in close contact with the work needs in order to assure that the curriculum is appropriate to meet the training needs in question. In-service programs may take place in classrooms or classroom like situations but are critically oriented toward the utility of the knowledge for improving practice.

Professional advancement programs involve specific skills that may best be developed in a non-classroom situation with some elements of class activities. The most useful venue for professional advancement programs may involve consultations, seminars, group interviews, study trips, dialogues, colloquia and similar group-related activities. Peer consultation is frequently an important element in these training programs. These programs often stress lateral transfer of experience, information, and standard practice through linking specialists with complementary specialists from other organizations or other countries.

Fundamental training involves broad educational preparation, frequently in the context of educational institutions. The goal of fundamental training is to prepare specific individuals for systemic qualification through a comprehensive educational program. Fundamental training is a long-term investment in capacity that requires substantial investment with an expectation of long-term benefits to the group of individuals who pursue these programs.

RECOMMENDATIONS FOR NGO SERVICE PROVIDERS

SECTOR I ANALYSIS AND ASSESSMENT

This sector involves activities designed to carry out studies of government structure and process. NGOs with special expertise in this area will be called upon to collect information through surveys, questionnaires, statistical data collection, process audits, and other analytical studies. The goal is to carry out applied studies that will be valuable to the government and will provide a basis for longitudinal analysis of government actions.

SECTOR II PROGRAM EVALUATION AND OTHER SERVICES

This sector involves analytical methodologies that focus on determining the effects of government activities. These studies would include outcomes assessment, public policy analysis, public participation activities such as public seminars, community forums, participatory procedures and inter-actions with government officials. The goal of this sector is to develop publicly supported interaction between the government and society by providing empirically based analyses of government outputs, outcomes and societal effects.

SECTOR III SKILL DEVELOPMENT AND TRAINING

Constraints have restrained the development of a comprehensive civil service system that accords with international standards of de-politicized, merit-based system of civil service classification. Gradual improvement has occurred but this is still considerably below the levels of sophistication anticipated in the legislation establishing the Public Service Bureau.

An important precondition for the implementation of any strategy to improve capacity development is the regularization of the public service classification. Adopting a simple and appropriate classification system for all government employees based upon education, experience, and rank of appointment is a step in the right direction. Skill development, training, professional development, and technical proficiency programs should be geared to the basic needs of staff and management. These categories should be reviewed with respect to the analyses, program evaluation and skills assessments described in sectors I and III. The categories may need to be amended on the basis of improvements in the system of classification. For the general purposes of capacity development, it is useful to start with four basic categories of program and activities.

This strategy distinguishes among four separate tiers of skills development and professional advancement. The tiers relate to the various goals of skill development, ranging from basic clerical skills to the most advanced technical state-of-the-art knowledge in specific areas of expertise.

TABLE 1: GOALS OF ORIENTATION, TRAINING, AND PROFESSIONAL DEVELOPMENT

Responsibility Level		Goal of Program
Tier I	Clerical or administrative	Clerical skills and administrative capacity; Universal employee orientation
Tier II	Administrative and technical responsibilities	Experienced Staff with technical responsibilities
Tier III	Administrative, technical, and managerial responsibilities	Professional Staff with technical and managerial responsibilities
Tier IV	Administrative or technical staff with managerial potential	Staff designated for long-term training

Given these distinctions, it is possible to identify with a great deal of specificity the types of educational and training activities that are appropriate at the current stage of civil service development.

TIER I TRAINING AND ORIENTATION PROGRAMS

Goal: These programs address the establishment of uniform knowledge and skills that is required for orderly development of standard operating procedures. This program also addresses a uniform Georgian orientation that should be a requirement for all employees of the state when they receive an appointment.

Context: These programs are best carried out as in-situ programs that do not require the employees to leave the workplace to participate in the sessions. The sessions are structured in terms of type and availability to minimize disruption in the regular work schedule. These courses are designed as short duration (2-4 weeks). Completion of these courses is mandatory and results in a certificate of completion. The certificate of completion is a requirement for normal advancement.

Courses:

- Computer applications (word processing, email, spread sheet, presentation)
- Government Employee Ethics
- Workplace Relations
- Information Technology
- Financial Reporting
- Document Control

TIER II ADMINISTRATIVE AND PROFESSIONAL COURSES

Goal: These course are geared improve the capacity of mid-level staff through general courses in administrative procedure or through advanced technical training in specific sectors.

Context: These programs are best carried out as professional development or continuing education course in sites that are located separate from the work site. The sessions are structured so as to restrict the disruption from the regular work schedule to one, two or three days in the week, possibly on weekends. The programs should be developed with respect to the demands of the government as a whole and with respect to the demands of the particular ministries individually. An excellent model for these courses is the 8-week professional training program in communications that was supported by USAID in an initiative to enhance communication.*

Courses (general):

- Georgian Government (history, legal foundation, strategic policy)
- Management Information Systems
- Financial Management and Responsibility

* In November 2005 the Georgian Institute of Public Affairs announced an 8-week program under the auspices of the Caucasus School of Journalism and Media Management. This is a part time, professional course in media management for 15 beginners and mid-career professionals. Instructors included both American and Georgian journalists and media managers. The language of instruction was Georgian. The program was offered for the period November 7 to December 30, 2005.

Courses (specific):

- Environmental Policy
- Agriculture
- Education
- Justice
- Economic Policy
- Energy Policy
- Finance
- Culture
- Defense
- Public Order

Course Content: The specific content of the course depends upon the requirements of the ministry at a given point in time. For instance, one of the contemporary issues that is important and of concern to officials in the ministry of economic development is economic and financial decentralization. Hence a course addressing this subject would include an overview of global experience and a framework for decentralization, examining the fiscal, political and administrative aspects of decentralization, expenditure and revenue assignment, and the design of intergovernmental transfers, strengthening local governance for decentralization, strategic planning and local economic development. The traditional public finance approach should be followed by presentations by experts knowledgeable in the area of municipal management; including municipal planning, budgeting, resource mobilization, strategic planning and local economic development.

Another important issue facing this ministry is the improvement in the business environment. A USAID program has recently commenced that will assist the Government of Georgia in reform of the business environment by supporting the introduction of: improved legislative, policy, and regulatory framework for businesses, streamlined registration systems and procedures for companies, immovable and moveable properties and collateral; reduced, rationalized and simplified regulations and procedures for licensing, permits, standards, and inspections; and rationalized, orderly, even-handed, and user-friendly tax and customs procedures. Training for ministerial specialists in this area is important on a cross-ministerial basis.

TIER III SPECIALIZED PROFESSIONAL COURSES

Goal: Specialized professional courses are oriented toward the transfer and experience among specialists that benefits more effectively from direct workplace contact rather than from academic studies.

Context: These programs are best carried out through exchange programs of specialists, either hosting foreign specialists for consultations or sending the local specialists to foreign host institutions. These programs include such activities as consultations, seminars, group interviews, study trips, dialogues, colloquia and similar group-related activities. These activities may be associated with a curriculum component, but this is typically not a central element of the experience nor need it be a necessary element of every professional training course. The key of this program is the lateral transfer of experience, information, and standard practice through linking Georgian specialists with complementary specialists from other organizations or other countries. The group study consultations are organized around the principle that peer consultation is the crucial element in these training programs. Participation in these courses is typically

prestigious and a sought-after work-related experience. Usually the participants in these courses are motivated by the intrinsic qualities of the professional development program. Consequently, there is no particular need to associate participation in these activities with special recognition or reward.

Courses:

- Environmental Policy
- Agriculture
- Education
- Justice
- Economic Policy
- Energy Policy
- Finance
- Culture
- Defense
- Public Order

Discussion: There has been significant progress in capacity development in some specific areas. For instance there has been a major effort at capacity enhancement in the Ministry of Finance. The most recent phases of this improvement commenced in 2002 with the assistance of USAID. This training program addressed both general administrative coursework and highly specific coursework that identifies technical improvement in the field of public economics, public financial management. For instance, the Ministry of Finance training curriculum includes fundamental and specialized courses that are organized and offered for staff personnel. These courses include:

1. Basics of accounting;
2. International accounting standards
3. Taxpayers' registration
4. Ensuring the implementation of taxpayers' duties and compulsory/forced taxpaying measures/activities
5. Administration of stamp and excise taxation.
6. Forms and methods of fighting against smuggling.
7. Fiscal aspects of customs
8. Georgian law concerning legal person of public law, structure and activity rules of executive government, general administrative code of Georgia.
9. International taxation
10. Property and ecological tax accounting and legal tax regulation.
11. Georgian law concerning bankruptcy-related proceedings
12. Enforced taxes of Georgia, tax registration at tax inspection and issues of computerization of tax system.

13. Tax operation
14. Legal regulation of profit tax
15. Computerized system of tax administering.
16. General state and local taxes
17. Tax control and penalties for violation of tax legislation.
18. Accounting and legal tax regulation of income and social taxes.
19. Accounting and legal tax regulation of indirect taxes.
20. Georgian law concerning operative investigation activity
21. Criminal proceedings of Georgia
22. Administrative code of Georgia
23. Customs code of Georgia
24. Tax code of Georgia
25. Customs law of Georgia
26. Civil code of Georgia
27. Computer learning course for the beginners
28. English terminology for Internet users
29. Problems of Tax and Custom Policy of Georgia
30. General course of management
31. Functional management
32. Modern technology of Public Relation
33. Management of Human Resources
34. Budget structure and Georgian Law concerning state budget of 2003

As this list illustrates, the coursework that has been conducted addresses clearly focused issues of only the Ministry of Finance, but it also includes course work that is relevant to other ministries, particularly the Ministry of Justice and the Ministry of Economic Development.

TIER IV FUNDAMENTAL EDUCATIONAL PROGRAMS

Goal: These programs address the establishment of uniform knowledge and skills that is required for the capacity to address administrative problem solving with methodological sophistication, a broad knowledge of administrative history and experience, and creative and innovative integrity. Fundamental training involves broad educational preparation, generally in the context of educational institutions.

Context: The goal of fundamental training is to prepare specific individuals for systemic qualification through a comprehensive educational program. Fundamental training is a long-term investment in capacity that requires substantial investment with an expectation of long-term benefits to the group of individuals who pursue these programs. The basic model for these programs is a 2-year professional program in economics, finance, public administration, business, public policy, and cognate disciplines. Variants include short-term intensive programs such as 1-

year certificate programs, and longer programs such as doctoral study programs. Fundamental educational programs typically academic degree programs.

Courses:

- Public Administration
- Economics
- Business
- Government and Political Science

Discussion: The leading academic institution in this field in Georgia, the Georgian Institute for Public Administration (GIPA), offers four master programs that are focused on educational preparation in the fields of Public Administration, Local Governance, Continuing Education and International Affairs. GIPA has a Continuing Education Master's Program at the School of Public Administration. GIPA offers a program specifically designed to provide flexibility to allow Georgian government employees to study without disruption from work. The program is designed for recent University graduates and mid-career professionals who cannot attend regular (morning and afternoon) courses. Through the Program the School of Public Administration provides prospective public sector professionals with the relevant academic knowledge and practical skills necessary for effective participation in the management of Georgia's transition process.

Additional options should be considered for extending the depth of the existing programs sponsored by the U.S. government through existing student and professional exchange programs by initiating a Georgian public affairs partnership program with one or a group of American public policy/public administration programs through an institutional partnership linkage. There are a variety of models for such linkages. For instance, the previous U.S. State Department NISCUPP program (New Independent States College and University Partnership Program) sponsored institution-to-institution linkages that promoted faculty-to-faculty interactions in curriculum development and methodological approaches. Other models have been explored by the European Union's TACIS programs and by private foundations such as the Soros Foundation and its sponsored local national foundations. It is of course also possible to create a new model that is unique to Georgia and its particular needs and strengths. Whatever the format for such a partnership program, the program's management should take into account in program design the importance of maintaining focus on the anticipated products—specifically textbook materials, curriculum materials, and a quality curriculum experience for students. Goals should also include the adoption of international standards of training regarding best practice in government, language training, establishing professional relationships that also provide momentum for scholar-to-scholar contacts and professional-to-professional contacts. Thematic emphasis should be on public administration, but this goal may also be attained through a slightly broader definition to include training and exchange with economics, business, government, public policy, international affairs and political science departments. Special care should be taken to organize such partnerships so as to diminish competition over resources that might undermine the collegiality. Such given features as differentials in salary and overhead costs between Georgian and American institutions can cause friction with respect to the equity of the distribution of resources unless the partnership arrangements are subject to considerable negotiation and agreement in advance of the distribution of project assets. Partnerships may be established on a competitive basis with American college and universities, many of which would be anxious to pursue the opportunity to have collegial relations with counterpart colleges and universities in Georgia.

LINKS, CONTACTS, REFERENCES

EXECUTIVE BRANCH INFORMATION

President of Georgia
<http://www.president.gov.ge>

Ministry of Finance
<http://www.mof.ge>

Ministry of Internal Affairs
<http://www.police.ge>

Ministry of Foreign Affairs
<http://www.mfa.gov.ge>

Ministry of Economic Development
<http://www.economy.gov.ge>

Ministry of Agriculture
<http://www.maf.ge>

Ministry of Culture, Monuments Protection and Sport
<http://www.mc.gov.ge>

Ministry of Justice
<http://www.justice.gov.ge>

Ministry of Education and Science of Georgia
<http://www.mes.gov.ge>

OTHER LINKS

Parliament of Georgia
<http://www.parliament.ge>

Supreme Court of Georgia
<http://www.supremecourt.ge>

Chamber of Control of Georgia
<http://www.control.ge>

Central Election Commission of Georgia
<http://www.cec.gov.ge>

Government of the Autonomous Republic of Adjara
<http://www.adjara.gov.ge>

Government of Autonomous Republic of Abkhazia
<http://www.abkhazeti.info>

Open Society – Georgia Foundation
<http://osgf.ge/>

CIVIL INITIATIVE ORGANIZATIONS IN GEORGIA WITH POTENTIAL AS SERVICE PROVIDERS

The Georgian Institute of Public Administration (GIPA), www.gipa.ge
with whom the US Government has a long standing relationship, and with whom the Georgian government, president and prime minister's offices should have an ongoing training arrangement;

The Centre for Training and Consultancy (CTC), www.ctc.org.ge
a local NGO that provides training in professional administration and office management, strategic management, project cycle management, and team building; they are introducing a program for mid and high level public officials on skills for strategic advisors;

Institute for Polling and Marketing (IPM), www.ipm.ge
a for profit business which appears to provide the most advanced local training and consulting in communication; and,

The Civil Society Institute (CSI), www.civilin.org
a local NGO that provided training in public policy analysis and public administration to approximately fifty employees of the Ministries of Finance, Economy, Education, and Environment in 2004. Vaja Salamdze 99 501 401

The United Nations of Georgia (UNAG), www.una.ge
The United Nations Association of Georgia (UNAG) is a non-governmental organization that has worked since December 25, 1995 to promote the principles of human rights and democratic governance and to provide Georgian society with the necessary skills for successful integration into the international community. UNAG has been a member of the World Federation of United Nations Associations (WFUNA) since 1996.

Georgian Foundation for Strategic and International Studies (GFSIS), www.gfsis.org
GFSIS is an independent, non-profit policy think tank aiming at improving public policy decision-making in Georgia through research and analysis, training of policymakers and policy analysts as well as public education about the strategic issues facing Georgia and the South Caucasus in the 21st century. GFSIS's activities aim at promoting democracy, fostering political and economic reforms, enhancing regional cooperation, creating a friendly and secure investment environment and providing the local private sector and international business community with opportunities to participate in the economy of the Caucasus region.

The Georgian Young Lawyers Association, www.gyla.ge
The GYLA is a professional association of Georgian lawyers and legal specialists. The association conducts joint activities in the area of human rights, citizen rights, good governance, and transparency regarding natural resource use.

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